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MISSOURI PUBLIC SERVICE COMMISSION

FILE NO. ER-2021-0240

REBUTTAL TESTIMONY

OF

DARRYL SAGEL

ON

BEHALF OF

UNION ELECTRIC COMPANY

D/B/A AMEREN MISSOURI

St. Louis, Missouri October, 2021

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REBUTTAL TESTIMONY

OF

DARRYL SAGEL

FILE NO. ER-2021-0240

1		I. <u>INTRODUCTION</u>
2	Q.	Please state your name and business address.
3	А.	My name is Darryl Sagel. My business address is One Ameren Plaza, 1901
4	Chouteau Av	e., St. Louis, Missouri.
5	Q.	Are you the same Darryl Sagel that submitted direct testimony in this
6	case?	
7	А.	Yes, I am.
8		II. <u>PURPOSE OF TESTIMONY</u>
9	Q.	To what testimony or issues are you responding?
10	А.	I am responding to the direct testimony of David Murray on behalf of the Office
11	of Public Cou	unsel ("OPC") submitted in this proceeding as it relates to OPC's recommended
12	capital structu	re for Ameren Missouri (the "Company").
13	Q.	Are you sponsoring any schedules in connection with your testimony?
14	А.	Yes, I am sponsoring, and have attached to my rebuttal testimony, the following
15	schedules, wh	ich have been prepared under my direction:
16	•	Schedule DTS-R1 – Ameren Corporation Stock Price Performance Versus
17		Electric Utility Peers (May 31, 2018 – September 30, 2021)
18	•	Schedule DTS-R2 – Ameren Corporation NTM P/E Multiples Versus Electric
19		Utility Peers (May 31, 2018 – September 30, 2021)

1	•	Schedule DTS-R3 – Authorized Common Equity Ratio – Electric Proxy Group
2		Utility Operating Companies
3	III.	SUMMARY RESPONSE TO OPC WITNESS DAVID MURRAY'S
4		TESTIMONY RECOMMENDATION
5	Q.	Mr. Murray states that, "the most objective and practical measure of the
6	capital struct	ure that captures the debt capacity of Ameren Corp's regulated utility assets,
7	is that of Am	eren Corp. on a consolidated basis." ¹ Do you agree with his position?
8	А.	I strongly disagree with Mr. Murray's position. Ameren Missouri's actual capital
9	structure is ap	propriate, objective and reasonable for purposes of setting rates in this proceeding
10	for the follow	ving reasons, each of which I will specifically address later in my rebuttal
11	testimony:	
12	•	Ameren Missouri's financial profile, including its capital structure, is
13		independently evaluated, developed and managed over time in a manner
14		that appropriately considers its stand-alone financial health and risk profile,
15		while ensuring timely access to both equity and debt capital at reasonable
16		costs.
17	•	Ameren Missouri's capital structure specifically and exclusively finances
18		Ameren Missouri's rate base, with parent company common equity
19		infusions sourced from actual third-party common equity raised by Ameren
20		Corporation, and long-term debt issued by Ameren Missouri and secured
21		by Ameren Missouri assets.

¹ Direct Testimony of David Murray, page 41, ll. 13-15.

1	• Despite Ameren Corporation having employed more leverage in its capital
2	structure over the past several years, its capital allocation strategy and its
3	funding approach across each of its regulated utility businesses have
4	assisted in maintaining Ameren Corporation's consolidated credit profile
5	and, perhaps more pertinent to this proceeding, have not resulted in any
6	negative impact on Ameren Missouri's stand-alone credit profile.
7	• Recent improvements in Missouri's regulatory framework, specifically the
8	election of partial plant-in-service accounting ("PISA") in 2018, have had
9	no demonstrable positive impact on the Company's credit metrics, its credit
10	profile or its access to, and cost of, debt and equity capital.
11	• Ameren Missouri's common equity ratio for ratemaking purposes of
12	**%**2 projected as of September 30, 2021, is consistent with
13	common equity ratios maintained by its utility peers and consistent with the
14	Company's actual common equity ratios over the past several years.
15	• Ameren Missouri's capital structure supports strong and stable investment
16	grade credit ratings, allowing the Company to access debt capital at a
17	competitive cost through various market cycles, to the benefit of Ameren
18	Missouri customers. The arbitrary use of Ameren Corporation's capital
19	structure would weaken the Company's credit profile, including cash flows
20	and key credit metrics, thereby increasing the likelihood of Ameren

² Ameren Missouri updated the projected common equity ratio based on actual results through August 2021 and forecasted net income for September 2021 and expects the actual common equity ratio, to be updated in the true-up, to be approximately ** _____6.**

1 Missouri suffering a ratings downgrade and experiencing the impact of 2 stock price pressure on Ameren Corporation's shares, both of which would 3 increase the Company's cost of capital and potentially result in higher 4 customer rates.

5

Q. What rationale does Mr. Murray provide for disregarding Ameren 6 Missouri's actual capital structure?

7 Mr. Murray justifies his proposed capital structure that consists of A. 8 approximately 45% common equity as the capital structure that "best represents the amount of 9 debt capacity Ameren Corp. considers reasonable and appropriate for its regulated utility assets, including Ameren Missouri."³ To the contrary, neither Ameren Corporation nor Ameren 10 11 Missouri believe that Ameren Corporation's consolidated capital structure, net of short-term 12 debt, is reasonable or appropriate for the regulated utilities owned by Ameren Corporation, 13 including Ameren Missouri. Each of the capital structures of Ameren Corporation and its 14 regulated subsidiaries, including the Company, are managed independently in a manner that 15 supports an appropriate balance between financial stability and customer affordability and 16 considers discrete business, operational, regulatory and financial issues specific to the legal 17 entity. My direct testimony in this proceeding, as well as the rebuttal testimony herein, explicitly 18 support the use of Ameren Missouri's actual capital structure for the purpose of establishing 19 rates in this proceeding.

20

In addition, Mr. Murray seems to conveniently ignore the risk that utilizing Ameren Corporation's capital structure, which contains lower equity content than Ameren Missouri's

21

³ File NO. ER-2021-0240, Direct Testimony of David Murray, page 30, 11.19-21.

actual capital structure, could result in an increase to the Company's cost of capital and by
 consequence, its customer rates. I discuss this concept later in my testimony.

3 IV. <u>AMEREN MISSOURI'S CAPITAL STRUCTURE IS INDEPENDENTLY</u> 4 <u>MANAGED AND EXCLUSIVELY FINANCES AMEREN MISSOURI</u> 5 <u>RATE BASE</u>

Q. Mr. Murray suggests that Ameren Corporation is "... managing its
regulated utility subsidiary capital structures primarily for purposes of ratemaking."⁴
How do you respond?

9 A. I struggle to understand what Mr. Murray means or is trying to insinuate by 10 suggesting that Ameren Corporation manages the capital structure of Ameren Missouri "for the 11 purposes of ratemaking." Perhaps he is implying that the Company's capital structure is 12 controlled exclusively for the benefit of Ameren Corporation shareholders, which could not be 13 further from the truth. To respond to this assertion, however, I will reiterate that Ameren 14 Missouri's capital structure is independently evaluated, developed and managed over time in a 15 manner that appropriately considers its stand-alone financial health and risk profile, while 16 ensuring timely access to both equity and debt capital at reasonable costs. This independent 17 management supports the continued use of Ameren Missouri's actual capital structure for the 18 purpose of setting rates in this proceeding. Contrary to Mr. Murray's assertion, Ameren 19 Corporation's and Ameren Missouri's financing decisions and objectives do not "primarily 20 concentrate on the amount of leverage Ameren Corp. can carry on a consolidated basis."5 21 Because Ameren Corporation does not expressly dictate Ameren Missouri's capital structure,

⁴ File No. ER-2021-0240, Direct Testimony of David Murray, page 30, l. 25 to page 31, l.1.

⁵ File No. ER-2021-0240, Direct Testimony of David Murray, page 43, ll.15-16.

but rather works mutually with Ameren Missouri to identify objective considerations for
 establishing a prudent capital structure (as discussed below), there is no conflict of interest
 between Ameren Corporation and Ameren Missouri, as Mr. Murray insinuates.

Mr. Murray points to the fact that Ameren Missouri's capital structure having remained in close proximity to its authorized ratemaking capital structures over time (e.g., Ameren Missouri's common equity ratios for rate cases since 2010 have been in the range of 51.26% to 52.30%)⁶ as evidence that Ameren Corporation is managing the Company's capital structure for the benefit of Ameren Corporation shareholders. I characterize such historical balance sheet performance as prudent capital management, taking into consideration appropriate financial, operational and regulatory factors.

11

Q. How does Ameren Missouri independently manage its capital structure?

12 A. The Company's capital structure is independently managed through an approach 13 that supports maintaining the Company's financial strength and integrity at a reasonable cost to 14 its customers. Ameren Missouri finances itself through its own public issuances, maintains its 15 own credit ratings and produces separate filings for the Securities and Exchange Commission 16 ("SEC"). Evaluation and management of a suitable Ameren Missouri capital structure over time 17 involves sensible consideration of Ameren Missouri-specific business and financial risk, 18 including key rating agency-defined credit metrics required to support its strong and stable 19 investment grade credit ratings. Despite Ameren Corporation's owning and financing other 20 regulated businesses not directly related to Ameren Missouri, Ameren Missouri's capital 21 structure is specifically managed over time to ensure continued financial strength, as well as to 22 maintain a credit profile that provides the Company timely access to required capital to fund

⁶ File No. ER-2021-0240, Direct Testimony of David Murray, page 37, ll. 19-20.

1 Ameren Missouri operations and to support its obligation to provide safe and adequate service 2 to all customers in its service territory, at a competitive cost for the benefit of Ameren Missouri 3 customers.

4 From a governance standpoint, Ameren Missouri has in place a separate Board of 5 Directors currently comprised of five individuals, three of whom are officers of Ameren 6 Missouri and two of whom are officers of Ameren Corporation. The Board of Directors of 7 Ameren Missouri meets at least quarterly and exerts oversight of key regulatory, legal, 8 managerial and financial matters. As part of its responsibilities for financial oversight and 9 fiscal discipline, the Board of Directors of Ameren Missouri approves the Company's 10 capital budget and financings, as well as all cash distributions (i.e., dividends) from 11 Ameren Missouri to Ameren Corporation. Through the exercise of the subsidiary Board's 12 fiduciary duties, the Company exerts significant independent control of its capital structure.

13 14

Q. Why is the actual capital financing of Ameren Missouri's rate base relevant?

15 A. Ameren Missouri's actual capital structure is relevant and appropriate for 16 ratemaking purposes because it is the only capital that is financing Ameren Missouri's 17 jurisdictional rate base to which the overall rate of return set in this proceeding will be 18 applied. In contrast, the hypothetical capital structure proposed by Mr. Murray contains 19 capital that does not finance Ameren Missouri's jurisdictional rate base and is not available 20 for investment in Ameren Missouri by Ameren Corporation. Thus, Ameren Missouri 21 should be evaluated as a stand-alone entity, including with regard to its capital structure. 22 To do otherwise violates the basic financial principle that the use of funds invested gives 23 rise to the risk of the investment. It is fundamental that individual investors expect a return

1 commensurate with the risk associated with where their capital is invested. In this 2 proceeding, that capital is both provided by and invested in Ameren Missouri. Therefore, 3 Ameren Missouri must be viewed on its own merits, including the actual capital structure 4 financing its rate base.

5

Q. Can you specifically identify the sources of Ameren Missouri's 6 independently-managed capital?

7 Ameren Missouri's capital structure represents the actual dollars that are A. 8 financing the jurisdictional rate base to which the rate of return authorized in this 9 proceeding will be applied. In contrast, the hypothetical capital structure proposed by Mr. 10 Murray contains capital that does not finance Ameren Missouri's jurisdictional rate base. 11 Ameren Missouri's entire long-term debt balance consists of long-term debt marketed and 12 issued by Ameren Missouri to third-party investors. Ameren Missouri's long-term debt is 13 secured exclusively by its own assets and not the assets of Ameren Corporation or the other 14 Ameren Corporation utility subsidiaries, Ameren Illinois and Ameren Transmission 15 Company of Illinois ("ATXI"). In addition, Ameren Missouri's assets do not guarantee 16 Ameren Corporation's, Ameren Illinois', or ATXI's long-term debt. Moreover, when 17 Ameren Missouri seeks to raise long-term external capital, it must navigate a defined 18 process to achieve financing authority from the Commission, whereby the Company must 19 demonstrate that such financing is being utilized to fund long-term assets and the regulated 20 operations of the business.

21 Similarly, Ameren Missouri's entire preferred stock balance consists of preferred 22 stock marketed and issued by Ameren Missouri to third-party investors. Ameren Missouri's 23 common equity balance consists of common equity contributions from Ameren

8

1 Corporation and retained Ameren Missouri earnings. The common equity invested over 2 time by Ameren Corporation in Ameren Missouri has been specifically financed with 3 common equity raised by Ameren Corporation from third-party investors. For example, in 4 August 2019, Ameren Corporation issued 7.5 million common shares under a forward sale 5 agreement. Upon settlement of the shares sold forward, which occurred at two distinct 6 times in December 2020 and February 2021, Ameren Corporation received net proceeds of \$538 million. That amount was entirely and immediately contributed to Ameren 7 8 Missouri and Ameren Missouri, in turn, used it to finance a portion of the Company's 700 9 mega-watt ("MW") wind generation investment.

Furthermore, all of Ameren Missouri's capital supports Ameren Missouri's rate base, and no portion of the Company's rate base is supported by capital outside of Ameren Missouri. Mr. Murray suggests that "there is no way to trace the capital once Ameren Corp. receives it and redeploys it as it deems consistent with its organizational objectives."⁷ That statement is false because the capital that Ameren Missouri receives from Ameren Corporation is quite easily traceable as it is sourced exclusively from common equity raised by Ameren Corporation from third-party investors.

Q. Are any of Ameren Missouri's assets pledged to support obligations of Ameren Corporation or any of Ameren Corporation's subsidiaries, or does Ameren Missouri rely on Ameren Corporation to support any Ameren Missouri long-term debt obligations?

- A. As discussed above, Ameren Missouri's assets are not used in any way to
 provide support for, or guarantee obligations of, Ameren Corporation, Ameren Illinois or
 - ⁷ File No. ER-2021-0240. Direct Testimony of David Murray, page 35, l. 27 to page 36, l.1.

ATXI. Ameren Missouri does not rely upon any balance sheet support of Ameren
 Corporation to satisfy its debt obligations.

Q. Mr. Murray calls into question Ameren Missouri's capital structure having remained relatively constant in recent years. Does the fact that Ameren Missouri has maintained a capital structure with approximately 52% common equity over the last several years, and in this proceeding has filed to preserve this common equity ratio, provide evidence that Ameren Corporation is managing Ameren Missouri capital structure for the benefit of Ameren Corporation's shareholders?

9 A. No. It only evidences the fact that Ameren Missouri believes that the 10 approximately 52% common equity ratio has been, and continues to be, the appropriate 11 amount of equity content to preserve its healthy financial profile while ensuring timely 12 access to both equity and debt capital at reasonable costs.

Q. Mr. Murray suggests that Ameren Missouri's lack of a dividend policy, similar to Ameren Corporation's targeted dividend payout ratio, supports the fact that Ameren Missouri's capital structure is not managed independently. How do you respond?

A. I actually believe that Ameren Missouri's failure to individually adhere to Ameren Corporation's published dividend policy over time further evidences Ameren Missouri's independent financial management. As previously indicated, Ameren Missouri's Board of Directors exercises discretion over the amount of dividends paid to Ameren Corporation over time, considering, among other factors, its own capital reinvestment needs and maintaining a prudent capital structure. It is true that Ameren Missouri has distributed more cash to Ameren Corporation on both an absolute and relative basis in

1 recent years versus the other regulated subsidiaries (Ameren Illinois and ATXI). Some of 2 that cash has been used to support payment of Ameren Corporation's common dividend, 3 though the level of dividend payments by Ameren Missouri to Ameren Corporation has 4 declined since 2017, as the Company has increased the scale of its investment program in 5 the state. Stated differently, Ameren Missouri's dividend payout ratio has been higher than 6 both Ameren Illinois and ATXI in recent years, and has fluctuated significantly on a year-7 over-year basis. Had Ameren Missouri established an independent dividend policy that 8 fixed its targeted payout ratio more in line with the other regulated subsidiaries or with 9 Ameren Corporation, as Mr. Murray offers it should have as an independently-managed 10 business, it would have paid out less dividends over time. The consequence of paying out 11 less dividends would have been an Ameren Missouri common equity ratio that is higher 12 today than the equity content in the Company's actual capital structure, which we believe 13 should be used in this proceeding. This runs counter to Mr. Murray's fundamental 14 contention that Ameren Missouri is underleveraged. Rather, Ameren Missouri's independent financial oversight has allowed the Company to manage its capital structure 15 16 in a responsible and prudent manner.

As noted above, following the passage of Senate Bill 564 ("SB 564") in 2018 and the related implementation of PISA, Ameren Missouri announced its intention to accelerate capital spending in the state under its Smart Energy Plan filed with the Commission in February 2019. As a result of this program to modernize the energy grid and add renewable resources for the benefit of Ameren Missouri's customers, Ameren Missouri has reinvested a larger percentage of its internal cash flow over the last several years, a phenomenon the

Company expects will continue. It will have the effect of keeping Ameren Missouri's
 prospective annual cash distributions to Ameren Corporation at relatively modest levels.

3 V. AMEREN CORPORATION'S CAPITAL STRUCTURE IS 4 INDEPENDENTLY MANAGED AND HAS NOT NEGATIVELY 5 IMPACTED AMEREN MISSOURI'S FINANCIAL AND CREDIT 6 POSITION

Q. Why does Ameren Missouri's capital structure contain a higher equity ratio than Ameren Corporation's capital structure?

9 A. As noted previously in my testimony, Ameren Missouri's capital structure is 10 independently managed, based on consideration of Ameren Missouri-specific business and 11 financial risks, with the objective to maintain Company financial health and integrity at a 12 reasonable cost of capital. In addition to Ameren Missouri, Ameren Corporation also owns and 13 operates other regulated businesses, principally Ameren Illinois and ATXI. Therefore, Ameren 14 Corporation's consolidated capital structure is meaningfully influenced by the respective capital 15 structures of each of Ameren Corporation's regulated subsidiaries and their respective funding 16 approaches. Like Ameren Missouri's capital structure, the capital structure of Ameren 17 Corporation is managed independently based on the relevant business and financial risks 18 applicable to the consolidated enterprise, while also supporting the earnings per share ("EPS") 19 growth and total return objectives of Ameren Corporation's common shareholders. In the case 20 of Ameren Corporation's capital structure, specific consideration is given to common 21 shareholder dividend requirements, anticipated cash distributions from operating subsidiaries, 22 holding company debt obligations, and financial support of Ameren Illinois' and ATXI's capital

investment programs, while maintaining targeted credit ratings and strong stock price
 performance that supports access to debt and equity capital on attractive terms.

Q. Mr. Murray also suggests that the capital structures of Ameren's other subsidiaries, Ameren Illinois and ATXI, are managed for ratemaking purposes. How do you respond?

6 A. Though the capital structures of ATXI and Ameren Illinois are not subject to 7 this Commission's jurisdiction, nor are ATXI's and Ameren Illinois' management of their 8 respective capital structures a matter for this Commission's scrutiny, I feel compelled to correct 9 Mr. Murray's erroneous assertions. Similar to Ameren Missouri and Ameren Corporation, both 10 ATXI's and Ameren Illinois' capital structures are managed independently based on 11 consideration of their respective business and financial risks and objectives, while considering 12 distinct regulatory motivations (e.g., the Federal Energy Regulatory Commission ("FERC") has 13 historically attempted to incent new transmission investment, supporting renewable energy 14 development and regional electricity grid reliability, through authorization of returns and equity 15 ratios that are relatively higher than state-regulated utility assets). Importantly, in managing 16 their capital structures, both ATXI and Ameren Illinois support an appropriate balance between 17 financial stability and customer affordability while considering discrete business, operational, 18 regulatory and financial issues specific to the legal entity.

Mr. Murray references some of the history in Illinois regarding the regulation of capital structure in recent electric and gas rate proceedings, and in certain respects, his description does not exactly align with reality. But, more importantly, Mr. Murray ignores a couple of key considerations.

1 First, Mr. Murray does not account for some of the salient differences in business 2 activities and business risks between Ameren Missouri and Ameren Illinois. Namely, that 3 Ameren Missouri operates a fully-integrated electric utility business, including ownership of 4 coal-fired and nuclear generation, while Ameren Illinois is principally involved in energy 5 delivery activities. Energy delivery activities are viewed by the broad financial community 6 (rating agencies and investors), as well as by Ameren management, as being less risky in nature 7 than generation activities (particularly coal and nuclear), which, all else being equal, supports a 8 higher level of financial leverage. For instance, in Moody's Investors Service ("Moody's") 9 October 12, 2021 credit opinion of Ameren Corporation, the rating agency states:

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16 Second, while the passage of the Future Energy Jobs Act ("FEJA") in 2016 codified a 17 prior agreement with the Illinois Commerce Commission ("ICC") Staff and the Illinois 18 Industrial Energy Consumers stipulating that an equity ratio up to and including 50% is deemed 19 reasonable for ratemaking purposes, Ameren Illinois has not been precluded from filing for 20 capital structure that applies an equity ratio greater than 50% if Ameren Illinois were able to 21 justify such a capital structure. Thus, in order to preserve that important balance between 22 financial stability and customer affordability, Ameren Illinois has some flexibility to manage its 23 capital structure with equity content above 50%, a capability that Ameren Illinois has taken 24 advantage of recently, as discussed next. And, third, Ameren Illinois recently has received 25 authorization to increase its equity ratio above that 50% threshold level. For instance, as part of 26 Ameren Illinois' most recent natural gas rate proceeding (Docket 20-0308), the ICC authorized

1	a 52.0% equity ratio, an increase from the previously-authorized 50.0% (Docket 18-0463). In
2	its order in Docket 20-0308, the ICC "agree[d] with Ameren Illinois that it needs a stronger
3	capital structure than the 50% that was approved in the Company's last gas rate case. The ICC
4	note[d] that Ameren Illinois requires a strong capital structure to maintain its financial strength
5	and credit ratings to adequately serve Illinois customers."8 I would also mention that in April
6	2021, Ameren Illinois filed, as part of its electric distribution formula rate update (Docket 21-
7	0365), in support of a capital structure with an equity ratio of 53.1%, again justifying a higher
8	common equity ratio than the range deemed reasonable by the FEJA statute.
9	I would highlight one other important element that is consistent in the regulatory
10	oversight of ATXI's and Ameren Illinois' capital structure - neither the FERC nor the ICC
11	employ the use of Ameren Corporation's capital structure for ratemaking purposes.
12	VI. <u>PASSAGE OF SENATE BILL 564 HAS NOT DIRECTLY IMPACTED</u>
12 13	VI. <u>PASSAGE OF SENATE BILL 564 HAS NOT DIRECTLY IMPACTED</u> <u>THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY</u>
13	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY
13 14	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF
13 14 15	<u>THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY</u> <u>CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF</u> <u>CAPITAL</u>
13 14 15 16	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF CAPITAL Q. Does Ameren Missouri's business risk position factor into the Company's
13 14 15 16 17	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF CAPITAL Q. Does Ameren Missouri's business risk position factor into the Company's independent management of its capital structure?
 13 14 15 16 17 18 	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF CAPITAL Q. Does Ameren Missouri's business risk position factor into the Company's independent management of its capital structure? A. A. Ameren Missouri's overall business risk position does influence how the
 13 14 15 16 17 18 19 	THE COMPANY'S CREDIT RATINGS, ITS KEY RATING AGENCY CREDIT METRIC THRESHOLDS, OR ITS RELATIVE COST OF CAPITAL Q. Does Ameren Missouri's business risk position factor into the Company's independent management of its capital structure? A. Ameren Missouri's overall business risk position does influence how the Company may support a change to

⁸ ICC Docket 29-0308, Order at 129, January 13, 2021.

Q. Are there objective ways to determine whether a change in the Company's business risk has impacted the Company's financial position and credit profile?

- 3 A. Perhaps the most transparent way to determine whether a perceived change in 4 the Company's business risk impacts its financial position and credit profile is to review how 5 the rating agencies have reacted to the perceived change in business risk. Specifically, have the 6 rating agencies: (1) changed their ratings of the Company; (2) changed their ratings outlook on 7 the Company; or (3) changed the Company's downgrade thresholds of key credit metrics? As 8 a secondary and perhaps less determinate, measure, we can look at the performance of Ameren 9 Corporation common stock over time as well as the change to the stock's price-to-earnings 10 ("P/E") ratio, both relative to Ameren Corporation peers, to determine whether the equity 11 investor universe has disproportionately rewarded Ameren Corporation, and by result, its cost 12 of equity, for any perceived change in its business risk position.
- 13

Q. How are credit ratings determined?

A. The two primary credit rating agencies are Moody's and Standard & Poor's Ratings Services ("S&P"). In assessing a company's ability to meet its financial obligations, Moody's and S&P generally – but each to varying degrees – consider both qualitative factors affecting the company's business risk and quantitative factors affecting its financial risk.

18

Q. Why do credit ratings matter?

A. Credit ratings have a significant effect on a company's ability to attract debt capital, and in extreme cases, whether the company can access debt capital at all. Credit ratings also impact the pricing and contractual terms at which a company may issue debt securities. This affects the cost of capital and, in Ameren Missouri's case, the rates customers must pay for

- 1 utility service. In general, stronger credit ratings typically enable a utility to obtain debt capital 2 at a lower cost, to the benefit of customers.
- 3

Q. How do a company's credit metrics affect its credit ratings?

- 4 Certain financial metrics factor significantly into the credit rating agencies' A. 5 evaluations of a company's credit profile and the rating agencies' assignment of credit ratings.
- 6 **Q**. What credit metrics do the rating agencies rely upon in assignment of 7 credit ratings for regulated electric and gas utilities?
- 8 The rating agencies evaluate a number of financial credit metrics in order to A. 9 determine a regulated utility's financial strength. However, the financial metric that receives the 10 most weight by both of the rating agencies is a company's funds from operation ("FFO") to debt 11 ratio⁹. The FFO to debt ratio measures a company's ability to pay its debts using its operating 12 cash flow alone, with lower ratios signifying a weaker credit position. This metric is of particular 13 significance because it is perhaps the most common cause of downgraded credit quality for regulated utilities. 14

15 **Q**. Does Ameren Missouri target credit ratings when it maintains its capital 16 structure?

17 A. Yes. As previously discussed, access to sufficient capital is critical to Ameren 18 Missouri's financial health and stability and, in turn, to the service its customers receive and the 19 rates customers pay for that service. Therefore, in my opinion, Ameren Missouri's issuer credit 20 ratings should be securely investment grade (at least two notches stronger than Moody's and S&P's weakest investment grade issuer credit rating) to continue to support the financial 21

⁹ S&P specifically evaluates the FFO to debt ratio while Moody's evaluates a similar metric – cash flow from operations pre-working capital to debt ratio. For simplicity, I will refer to each as the FFO to debt ratio.

- 1 integrity of the utility and ensure its access to necessary capital at a reasonable cost and on
- 2 reasonable terms in both strong and weak markets.
- 3

Q. What are Ameren Missouri's current issuer credit ratings?

- A. Currently, Ameren Missouri's issuer credit ratings at Moody's and S&P are
 Baa1 and BBB+, respectively, each two notches stronger than Moody's and S&P's weakest
 investment grade issuer credit ratings. Both credit ratings agencies report stable outlooks for
 Ameren Missouri credit ratings.
- 8

Q. What are Ameren Corporation's current issuer credit ratings?

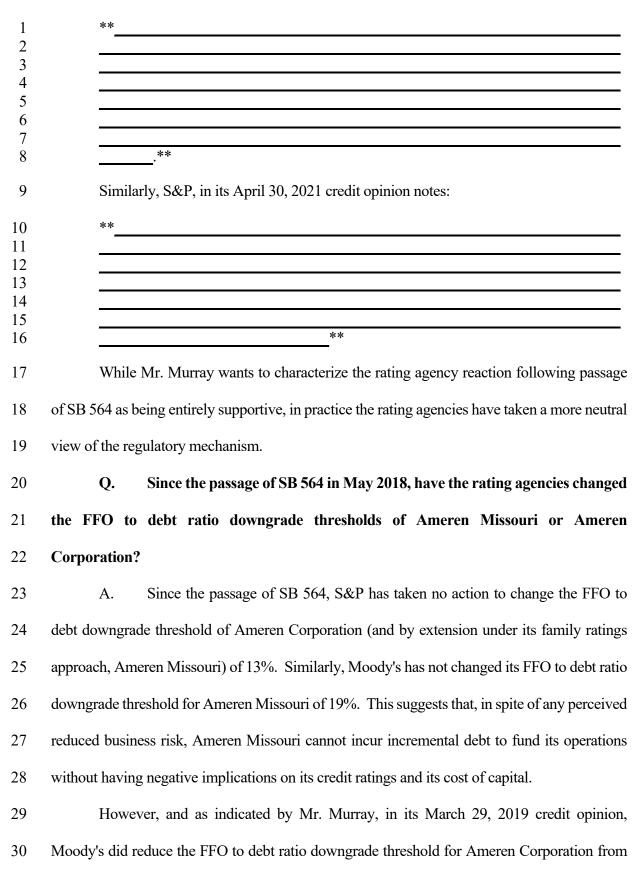
9 A. Currently, Ameren Corporation's issuer credit ratings at Moody's and S&P are 10 Baa1 and BBB+, respectively, the same issuer ratings as Ameren Missouri. Both credit ratings 11 agencies report stable outlooks for Ameren Corporation's credit ratings.

Q. What are Ameren Missouri's and Ameren Corporation's current FFO to debt ratio downgrade thresholds at Moody's and S&P?

16 **. For Ameren Corporation, Moody's most 17 recent October 12, 2021, credit opinion cited a downgrade threshold of 17%. Due to its "family" 18 approach to rating Ameren Corporation and its regulated utilities, including Ameren Missouri, 19 S&P does not distinguish between the FFO to debt ratio downgrade thresholds at Ameren 20 Missouri and Ameren Corporation. Rather, S&P only cites the metric downgrade threshold of 21 Ameren Corporation, which under its "family" approach, would also result in a downgrade of 22 Ameren Missouri. In its most recent April 30, 2021 credit opinion on Ameren Corporation, 23 S&P cited an FFO to debt ratio downgrade threshold of 13%.

1	Q. Mr. Murray states that, "Ameren Missouri's business risk profile declined
2	after Missouri passed SB 564 Ameren Missouri's reduced business risk profile allows
3	for greater debt capacity." ¹⁰ Do you agree with his assessment?
4	A. I believe that SB 564 enhanced Missouri's electric regulatory framework,
5	providing support for incremental investment in the state. Yet, Mr. Murray alludes to an ability
6	for the Company to "carry more leverage" ¹¹ and benefit from a "lower cost of capital" ¹² resulting
7	from a reduced business risk position, which are just not supported by the facts.
8	Q. Since the passage of SB 564 in May 2018, have either of the rating agencies
9	changed the ratings or ratings outlook of either Ameren Missouri or Ameren
10	Corporation?
11	A. No. Neither Moody's nor S&P have taken any action on Ameren Missouri's or
12	Ameren Corporation's ratings or ratings outlook since the passage of SB 564. In fact, the rating
13	agencies have taken a relatively balanced (rather than purely constructive) stance in their credit
14	opinions on Ameren Missouri and Ameren Corporation regarding the PISA framework,
15	particularly due to the rate cap that is in place.
16	Q. What have the rating agencies communicated recently about Ameren
17	Missouri's regulatory framework?
18	A. Moody's continues to believe that Ameren Missouri operates within a
19	supportive legislative and regulatory environment in Missouri following the passage of SB 564.
20	However, the agency has also reflected its concerns about some of the limiting features of the
21	framework. In its September 13, 2021, credit opinion, Moody's states:

¹⁰ Direct Testimony of David Murray, page 3, ll. 11-12, l. 15.
¹¹ Direct Testimony of David Murray, page 32, l. 26.
¹² Direct Testimony of David Murray, page 32, l. 28.



1	19% to 17%. While Moody's did not cite the specific factors that led to a modest relaxation of
2	this credit metric, I believe (counter to Mr. Murray's implication that it was due solely to
3	improvements in Missouri's regulatory environment) it was based in part on the improvements
4	to the Missouri regulatory framework and in part due to a strong track record of strategy
5	execution within the supportive regulatory frameworks of Ameren Corporation's subsidiaries,
6	Ameren Illinois and ATXI. **
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10	.** Yet, in his entire line of argument, Mr. Murray ignores the fact that the
11	reduction of Ameren Corporation's metric downgrade threshold at Moody's has limited practical
12	implications on Ameren Missouri's access to debt capital or its cost of capital, since Ameren
13	Missouri issues its own debt (with Ameren Missouri debt investors looking exclusively at
14	Ameren Missouri's credit profile). Also, as previously indicated, it does not rely upon Ameren
15	Corporation for balance sheet support of the Company's financial obligations. To clarify, the
16	reduction of Ameren Corporation's FFO to debt ratio downgrade threshold at Moody's improves
17	Ameren Corporation's financing flexibility, permitting more financial leverage within the
18	current rating category, but it does not directly impact Ameren Missouri financing flexibility,
19	since the Company's metric downgrade threshold was not changed.
20	Q. How would you define Ameren Missouri's debt capacity?
21	A. I would characterize Ameren Missouri's debt capacity as the maximum amount
22	of debt that the Company could theoretically carry without adversely impacting its current credit
23	ratings. I believe the most objective approach to identifying Ameren Missouri's debt capacity

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is imputing the level of debt at which the Company equals its FFO to debt downgrade threshold
 at each of Moody's and S&P.

3 Q. What was Ameren's Missouri's 2020 FFO to debt ratio as calculated by 4 Moody's?

- A. In Moody's September 13, 2021 credit opinion of Ameren Missouri, Moody's
 cites a 2020 FFO to debt ratio of 18.9%.
- Q. Based on Ameren Missouri's 2020 FFO to debt ratio as calculated by
 Moody's, does the Company have additional debt capacity?
- A. By virtue of the fact that Ameren Missouri's 2020 FFO to debt ratio of 18.9% was below Moody's downgrade threshold of 19%, I could argue that the Company has no additional debt capacity without facing significant risk of a ratings downgrade at Moody's. That said, Moody's does believe, as indicated in its September 13, 2021 credit opinion and based on financial guidance from the Company that assumes retention of current capitalization ratios, that Ameren Missouri will **''

"** Ameren Missouri believes it is financially prudent to maintain some degree 15 16 of financial cushion above its FFO to debt ratio downgrade threshold so as to be able to 17 withstand any unanticipated negative impact to its financial performance without risk of an 18 immediate negative reaction by Moody's. Therefore, Ameren Missouri would not be a 19 proponent of maintaining its capital structure at its maximum calculated debt capacity. Just as 20 it may be true that an individual family could "afford" to borrow more money to buy a bigger 21 home if certain common metrics exist (e.g., the percentage of housing costs to overall income), 22 it does not mean that borrowing the absolute highest amount of money the metric suggests is 23 possible is a sound financial decision.

1	Q. Do you believe that Mr. Murray's proposed capital structure, which
2	includes 54.18% long-term debt, falls within your definition of Ameren Missouri's debt
3	capacity?
4	A. No, the capital structure proposed by Mr. Murray contains an excessive amount
5	of debt and would place the Company at significant risk of a credit ratings downgrade,
6	particularly at Moody's. As illustration, we have calculated what Ameren Missouri's FFO to
7	debt ratio in 2020 would have been had the Company (including both its electric and natural gas
8	businesses) utilized Mr. Murray's proposed capital structure, including 54.18% long-term debt.
9	**
10	,13
11	** This financial weakening, along with potential rating
12	agency concerns about the supportiveness of the regulatory environment should the
13	Commission apply a hypothetical capital structure for ratemaking purposes (which I will discuss
14	later), would put the Company at meaningful risk of credit rating downgrades.
15	Q. Mr. Murray suggests that because Ameren Missouri's business risk has
16	declined, it is afforded a lower debt cost of capital that should be passed on to customers
17	in the form of a lower authorized common equity ratio. Do you agree?
18	A. Mr. Murray offers no supporting evidence that Ameren Missouri's debt cost of
19	capital has declined since the passage of SB 564. While Ameren Missouri's cost of capital has
20	arguably declined in recent years, this phenomenon has been due predominantly to a decline in
21	both U.S. Treasury rates and the spread to U.S. Treasury rates that dictates the cost of newly
22	issued debt. Such reduction in the cost of capital has already been shared with the Company's

¹³ Assumes similar capital structure treatment across both electric and gas utility rate base.

customers as the Company has issued long-term debt in recent years. However, in no way can we directly trace any incremental reduction in the debt cost of capital to the passage of SB 564 and any perception of reduced business risk. As stated above, there has been no change to Ameren Missouri's credit ratings and credit outlooks since May 2018. Therefore, there is no objective basis to suggest that Ameren Missouri's debt cost of capital has been reduced as a result of the passage of SB 564.

Q. Are there any other material factors that have influenced Ameren 8 Missouri's credit quality over the past several years since the passage of SB 564?

9 A. Yes. I would specifically point to the negative credit quality implications of the 10 change in the federal corporate tax rate in the Tax Cuts and Jobs Act ("TCJA") that became 11 effective on January 1, 2018. The TCJA brought significant benefits to Ameren Missouri's 12 customers in the form of reductions in current taxes and excess deferred taxes that they received 13 and are continuing to receive through new base rates established in the Company's subsequent 14 ratemaking proceedings. However, realization of these benefits by customers carries with it 15 certain potentially significant adverse financial impacts to Ameren Missouri. Because of the 16 change in the federal corporate tax rate, Ameren Missouri collects a lower amount of tax from 17 its customers, resulting in reduced cash flows and, consequently, a lower prospective FFO to 18 debt ratio. The TCJA also excluded public utility property from bonus depreciation eligibility, 19 which further reduced cash flow contributions from deferred taxes. On June 18, 2018, Moody's 20 cited the change in the federal tax rate, loss of bonus depreciation, and the resulting increase in 21 financial risk for utilities as the driver for changing its outlook on the U.S. regulated electric and 22 gas utility sector from "stable" to "negative." This was the first time Moody's had given the 23 regulated public utility sector a "negative" outlook in its history of issuing sector outlooks, which

1	underscores how serious this issue could become if not addressed by constructive, proactive
2	regulation. The Moody's report specifically identifies the issuance of credit-supportive rate
3	orders as an offset to this reduced cash flow issue. While Moody's did subsequently change its
4	outlook for the utility industry back to "stable" from "negative" on November 9, 2019, it did so
5	as a result of the implementation of more proactive regulatory and financial actions to address
6	sector cash flows following passage of the TCJA, with such regulatory actions including
7	increased authorized equity layers. In this proceeding, approving Ameren Missouri's 51.93%
8	equity ratio (projected as of September 30, 2021) can help ensure that the Company supports an
9	FFO to debt ratio above downgrade threshold levels identified by the rating agencies, allowing
10	Ameren Missouri to maintain its current strong credit ratings.
11	Q. Mr. Murray stated that, as result of the passage of SB 564, equity investors
12	view Ameren Corporation as a "premium utility." ¹⁴ How do you respond?
12 13	view Ameren Corporation as a "premium utility."14 How do you respond?A.Mr. Murray is apparently attempting to correlate Ameren Corporation's stock
13	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock
13 14	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr.
13 14 15	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr. Murray does not provide any compelling evidence to support his assertion that Ameren
13 14 15 16	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr. Murray does not provide any compelling evidence to support his assertion that Ameren Corporation stock performance, and by implication, Ameren Missouri's equity cost of capital,
13 14 15 16 17	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr. Murray does not provide any compelling evidence to support his assertion that Ameren Corporation stock performance, and by implication, Ameren Missouri's equity cost of capital, has been meaningfully impacted by the lower business risk environment in Missouri following
 13 14 15 16 17 18 	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr. Murray does not provide any compelling evidence to support his assertion that Ameren Corporation stock performance, and by implication, Ameren Missouri's equity cost of capital, has been meaningfully impacted by the lower business risk environment in Missouri following passage of SB 564.
 13 14 15 16 17 18 19 	A. Mr. Murray is apparently attempting to correlate Ameren Corporation's stock price trading levels relative to corporate peers to its underlying equity cost of capital. Yet Mr. Murray does not provide any compelling evidence to support his assertion that Ameren Corporation stock performance, and by implication, Ameren Missouri's equity cost of capital, has been meaningfully impacted by the lower business risk environment in Missouri following passage of SB 564. In Schedule DTS-R1, I compare Ameren Corporation's stock price performance versus

¹⁴ File No. ER-2021-0240, Direct Testimony of David Murray, page 34, l. 13.

characterize such outperformance over a 40-month timeframe as statistically significant as
compared to the regulated utility market performance and would further highlight that Ameren
Corporation's outperformance really has occurred since the spring of 2020, well after the point
at which SB 564 was passed and presumably factored into Ameren Corporation's stock price.
This suggests that factors other than the PISA framework have contributed to the stock price
outperformance over the identified period.

7 In Schedule DTS-R2, I compare Ameren Corporation's forward year P/E multiple 8 versus the same corporate peer group from May 31, 2018 to September 30, 2021. While Ameren 9 Corporation's common stock has recently traded at a next-12-months ("NTM") P/E multiple 10 premium to the median of the identified peer regulated companies (20.4x vs. 16.9x as of 11 September 30, 2021), it also happened to trade at a NTM P/E multiple premium at the time of 12 (19.0x for Ameren Corporation versus 17.9x for peers as of May 31, 2018), and in the months 13 prior to passage of SB 564. Similar to its stock price performance, Ameren Corporation's NTM 14 P/E multiple notably expanded versus the peer group since the spring of 2020, well after the 15 passage of SB 564. Therefore, it is not reasonable to suggest that investors are placing a 16 premium on Ameren Corporation's common stock due specifically to the passage of SB 564 17 and its impact on business risk.

- Q. In summary, do you believe that the lower business risk environment in
 Missouri following passage of SB 564 supports reducing Ameren Missouri's regulatory
 common equity ratio below its actual equity ratio?
- A. No. The change in Ameren Missouri's business risk following passage of SB 564 has had no demonstrable positive impact on the Company's financial position, its credit profile and its access to, and cost of, debt and equity capital. As a result, a reduction of Ameren

Missouri's regulatory equity ratio below its actual level is certainly not justified on this basis. In addition, any action to reduce Ameren Missouri's common equity ratio in this proceeding, in combination with the recent degradation of credit metrics due to the customer rate reductions culminating from the TCJA, would serve to significantly reduce Ameren Missouri's credit quality, potentially negatively impacting its credit ratings and increasing the cost of serving Missouri customers. I discuss this concept further in the next section of my testimony.

Q. Mr. Murray questions Ameren Missouri's approach to issuing long-term
debt, suggesting that the Company's issuance strategy prevents its customers from
realizing a lower cost of debt capital. How do you respond?

10 First, I would note that prior to every long-term debt issuance, the Company is A. 11 required to seek financing approval by the Commission, a process that is public and considers 12 many factors, including the structure of the security and its resulting cost to customers. Next, 13 Mr. Murray suggests that if Ameren Missouri had issued shorter-term debt tenors, Ameren 14 Missouri's cost of debt would be lower. While this may be true in the short term, issuing shorter-15 dated debt securities exposes the Company to longer-term interest rate and market risk and 16 results in more frequent (and therefore higher) issuance fees. Thus, Mr. Murray cannot reliably 17 demonstrate that the Company's customers would be better off over time since he has no 18 foreknowledge of interest rate markets or broader corporate debt markets over the next 10 to 30 19 years. Ameren Missouri is extremely thoughtful in its approach to issuing debt securities, 20 considering the current and prospective interest rate environment, its debt maturity schedule and 21 fixed income investor receptivity/preferred tenors. For instance, in the low interest rate 22 environment which the U.S. has experienced in recent years, Ameren Missouri has tended to 23 issue debt with longer tenors in an attempt to lock in attractive financing coupons for a lengthy

1 period of time. On balance, the Company believes that its customers benefit from having this 2 long-term rate certainty. In addition, the Company (and Ameren Corporation more broadly) is 3 mindful of its debt maturity schedule, and has implemented measures to ensure that it is not 4 burdened with significant refinancing risk in any given year. 5 VII. THE USE OF A PARENT COMPANY OR HYPOTHETICAL 6 **CAPITAL STRUCTURE FOR AMEREN MISSOURI IN THIS** 7 **PROCEEDING IS NOT JUSTIFIED** 8 Mr. Murray proposes using a parent company/hypothetical capital Q. 9 structure with common equity ratios that are lower than Ameren Missouri's actual 10 common equity ratio. Is using a parent company/hypothetical capital structure in this 11 proceeding appropriate? 12 A. No. 13 Q. Are there ever situations when it would be appropriate to use a parent 14 company/hypothetical capital structure to set rates for a regulated subsidiary? 15 There may be situations under which it would be more appropriate to use a A. 16 parent/hypothetical capital structure, but this case is not one of those situations. 17 **Q**. What factors should typically be considered when determining whether 18 to use a regulated subsidiary's or parent company/hypothetical capital structure for 19 ratemaking purposes for the regulated subsidiary? 20 A. The factors typically considered in determining whether the use of a 21 regulated subsidiary's actual capital structure or a parent company's capital structure for 22 ratemaking are provided by David C. Parcell in The Cost of Capital - A Practitioner's 23 Guide ("CRRA Guide") prepared for the Society of Utility and Regulatory Financial

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1	Analysts ("SURFA") and provided as the study guide to candidates for SURFA's Certified
2	Rate of Return Certification Examination. The CRRA Guide notes that these factors will
3	"help determine whether the utility vs. parent capital structure is appropriate." ¹⁵ They are:
4	1) Whether the subsidiary utility obtains all of its capital from its parent, or
5	issues its own debt and preferred stock;
6	2) Whether the parent guarantees any of the securities issued by the subsidiary;
7	3) Whether the subsidiary's capital structure is independent of its parent (i.e.,
8	existence of double leverage, absence of proper relationship between risk
9	and leverage of utility and non-utility subsidiaries); and
10	4) Whether the parent (or consolidated enterprise) is diversified into non-
11	utility operations.
12	Mr. Murray specifically recommends using Ameren Corporation's approximate
13	capital structure for purposes of this proceeding. Consequently, I believe that the CRRA
14	Guide factors are relevant for consideration of Mr. Murray's recommendations.
15	Q. Does the application of these factors to Ameren Missouri support the
16	use of Ameren Missouri's actual capital structure for ratemaking purposes?
17	A. Yes. Application of the factors highlighted in the CRRA Guide listed above
18	to Ameren Missouri supports the use of Ameren Missouri's actual capital structure for
19	ratemaking purposes. As previously discussed, Ameren Missouri does not obtain any long-
20	term debt or preferred stock from Ameren Corporation, but rather issues its own long-term
21	debt and preferred stock to outside investors. In addition, Ameren Missouri's long-term

¹⁵ David C. Parcell, <u>The Cost of Capital – A Practitioner's Guide</u>. Prepared for the Society of Utility and Regulatory Financial Analysts, 2010 Edition.

1	Missouri and its issued debt securities and preferred stock securities have separate and
2	distinct credit ratings from Ameren Corporation, as provided by both Moody's and S&P.
3	Double leverage cannot be said to exist since no proceeds of Ameren Corporation long-
4	term debt issuances have been used as an equity infusion into Ameren Missouri. Finally,
5	Ameren Corporation is not meaningfully diversified into non-utility operations.
6	In view of the foregoing, Ameren Missouri has an independently determined capital
7	structure. Therefore, the only conclusion to be drawn is that Ameren Missouri's stand-
8	alone capital structure is appropriate for ratemaking purposes.
9	VIII. AMEREN MISSOURI'S PROPOSED COMMON EQUITY RATIO IS
10	CONSISTENT WITH UTILITY PEERS AND SUPPORTS STRONG
11	AND STABLE CREDIT RATINGS
11 12	<u>AND STABLE CREDIT RATINGS</u> Q. How does Ameren Missouri's common equity ratio of 51.93%,
12	Q. How does Ameren Missouri's common equity ratio of 51.93%,
12 13	Q. How does Ameren Missouri's common equity ratio of 51.93%, projected as of September 30, 2021, compare to the common equity ratios recently
12 13 14	Q. How does Ameren Missouri's common equity ratio of 51.93%, projected as of September 30, 2021, compare to the common equity ratios recently authorized by comparable utilities?
12 13 14 15	 Q. How does Ameren Missouri's common equity ratio of 51.93%, projected as of September 30, 2021, compare to the common equity ratios recently authorized by comparable utilities? A. Ameren Missouri has gathered information on fully integrated electric
12 13 14 15 16	 Q. How does Ameren Missouri's common equity ratio of 51.93%, projected as of September 30, 2021, compare to the common equity ratios recently authorized by comparable utilities? A. Ameren Missouri has gathered information on fully integrated electric utility companies' authorized common equity ratios effective between 2014 and 2021 year-
12 13 14 15 16 17	 Q. How does Ameren Missouri's common equity ratio of 51.93%, projected as of September 30, 2021, compare to the common equity ratios recently authorized by comparable utilities? A. Ameren Missouri has gathered information on fully integrated electric utility companies' authorized common equity ratios effective between 2014 and 2021 year-to-date. Ameren Missouri's projected September 30, 2021 common equity ratio is

¹⁶ The authorized effective common equity ratio is the authorized regulatory common equity ratio in place for an operating utility for a particular year, even if the underlying party did not have a rate proceeding outcome in that year. For instance, if a peer utility was authorized a 50.0% equity ratio in 2014 and later authorized a 52.0% equity ratio in 2017, our analysis assumes that utility has an equity ratio of 50.0% in 2015 and 2016.

1 for the Company's identified peer set in 2020 was 51.62%, within a range between 40.25% 2 and 55.80%. Expanding the data set to include 2019-2021 year-to-date provides similar 3 results, as does the data dating back to 2014. The Company believes that the median 4 authorized effective common equity ratio, rather than the mean (50.63% in 2020), is the 5 appropriate comparison measure because the median has the effect of muting certain 6 proceedings (e.g., in Kentucky, Tennessee and Texas) in which authorized equity ratios 7 were aberrantly low. Ameren Missouri's common equity ratio of 51.93% projected as of 8 September 30, 2021, is just above the median (51.62%) derived by the data set.

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Q. Does this consistency support the reasonableness of Ameren Missouri's proposed capital structure for purposes of setting rates in this proceeding?

A. Yes. I'd call specific attention to a citation from Charles Phillip's <u>The</u> <u>Regulation of Public Utilities – Theory and Practice</u>,¹⁷ which suggests "a hypothetical capital structure is used only where a utility's actual capitalization is clearly out of line with those of other utilities in its industry or where a utility is diversified." Ameren Missouri meets neither of these criteria: the Company's capital structure is in line with those of its peers and the Company (as well as its parent company, Ameren Corporation) is not meaningfully diversified into non-regulated activities or businesses.

Q. Mr. Murray highlights the fact that Ameren Corporation has incurred additional parent company debt over the past several years resulting in an increase of Ameren Corporation parent debt as a proportion of consolidated debt. For what purposes were the proceeds of recent Ameren Corporation parent debt issuances used?

¹⁷ Charles F. Phillips, Jr., <u>The Regulation of Public Utilities – Theory and Practice</u>, 1993, Public Utility Reports, Inc., Arlington VA, at 391.

A. Proceeds from recent parent company debt issuance were used for a number of
 purposes, including:

3	• Paying dividends to its common shareholders over the past several years at						
4	levels that are well in excess of dividend distributions received from regulated						
5	subsidiaries, including Ameren Missouri. This is a function of the regulated						
6	subsidiaries reinvesting significant operating cash flow and retained earnings						
7	into their long-term regulated assets. The result of this under-collection by						
8	Ameren Corporation has caused Ameren Corporation's retained earnings (and						
9	by extension, its common equity ratio), after paying dividends to common						
10	shareholders, to be disproportionately impacted relative to its regulated						
11	subsidiaries' retained earnings.						
12	• Paying increasing amounts of debt service on Ameren parent long-term debt.						
13	• Ameren Corporation funding increasing investment to support ATXI equity						
14	needs and, to a lesser degree, Ameren Illinois equity needs.						
15	I would note here, as I did previously, that no proceeds from the issuance of Ameren						
16	Corporation parent long-term debt were used to infuse capital into Ameren Missouri.						
17	Q. Earlier, you discussed Ameren Missouri's debt capacity. Do you believe						
18	that Ameren Corporation's debt capacity has increased in recent years?						
19	A. Previously, I suggested a concept that the debt capacity is the maximum amount						
20	of debt that a business could carry without adversely impacting its current credit ratings, with						
21	an objective approach to identifying the debt capacity as being the level of debt at which the						
	company equals its FFO to debt ratio downgrade threshold at each of Moody's and S&P. With						

23 this concept in mind, I would suggest Ameren Corporation's debt capacity did increase in early

2019 when Moody's (in its March 29, 2019 credit opinion) reduced the FFO to debt ratio
 downgrade threshold of Ameren Corporation from 19% to 17%.¹⁸ This change has given
 Ameren Corporation more flexibility to take on additional leverage without negatively
 impacting its credit rating at Moody's.

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Q Has the implied increase in debt capacity at Ameren Corporation impacted

6 Ameren Missouri's debt capacity?

A. No. As previously referenced, Ameren Missouri's FFO to debt downgrade
threshold has remained at 19% for quite some time, so the additional financial flexibility
afforded to Ameren Corporation by virtue of its lower FFO to debt ratio downgrade threshold
at Moody's as of March 2019 does not translate into additional financial flexibility for Ameren
Missouri.

Q Has Ameren Missouri's financial health or access to debt and equity capital
 been adversely impacted by Ameren Corporation's recent incurrence of parent long-term
 debt?

15 A. No. Ameren Missouri's financial health, as evidenced by its credit ratings, which 16 have been maintained at strong levels in recent years, provides timely access to both debt and 17 equity capital at reasonable costs.

18Q.Are you aware of any evidence in rating agency reports suggesting that19Ameren Corporation's unrelated financing activities has any negative impact on Ameren20Missouri's credit ratings?

A. No. Neither Moody's nor S&P have expressed any concerns about the impact

22 of Ameren Corporation financing activities on Ameren Missouri's credit profile. Specifically,

¹⁸ S&P's FFO to debt ratio downgrade threshold is at a lower 13% level, so Ameren Corporation's debt capacity did not increase with respect to the S&P credit rating when Moody's took its action in March 2019.

neither Moody's nor S&P's most recent credit opinions on Ameren Missouri (September 13,
 2021 and April 30, 2021) make any mention of Ameren Corporation's holding company
 leverage. However, in its October 12, 2021 credit opinion on Ameren Corporation, Moody's
 highlighted that ** ______**

5 Q. Is Ameren Corporation's parent debt as a percentage of consolidated debt

6 out of line with identified peer holding companies?

A. Per the Table 1 below, Ameren Corporation's parent debt as a percentage of consolidated debt, based on December 31, 2020 reported figures, actually is in line with, even slightly below, the adjusted mean and median of the identified peer group. Notably, only three out of the twelve utilities within the peer group had lower holding company leverage than Ameren at that time

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Table 1

	Holding Company
	Debt as a % of
	Consolidated Debt ¹
Alliant Energy	19.6%
American Electric Power	24.2%
Duke Energy	27.1%
Entergy	21.5%
Evergy	23.6%
NextEra	50.7%
Northwestern	100.0%
OGE	2.3%
Otter Tail	17.2%
Pinnacle West	10.3%
Portland General	100.0%
Xcel	21.1%
Ameren	18.0%
Peer Mean ²	18.5%
Peer Median ²	21.1%

¹Data as of December 31, 2020. Debt includes short-term debt.

²Mean and median excludes NextEra, since unregulated operations are financed at the holding company, as well as Northw estern and Portland General, who fund all operations at the holding company.

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1	I would also mention that in Moody's October 12, 2021 credit opinion, the rating agency
2	states that **
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5	Q. What would be the consequence to Ameren Missouri's credit profile and
6	credit ratings of approving common equity content that is consistent with Ameren
7	Corporation's consolidated equity ratio for ratemaking purposes and below Ameren
8	Missouri's actual equity ratio, as suggested by Mr. Murray?
9	A. Applying a common equity ratio that is consistent with Ameren
10	Corporation's consolidated common equity ratio to establish rates in this proceeding would
11	significantly weaken Ameren Missouri's credit metrics, including key metrics evaluated by
12	the rating agencies for purposes of assigning credit ratings. While it is difficult to predict
13	the ultimate impact of weaker credit metrics on the Company's credit ratings, as such
14	ratings are a function of a number of qualitative and quantitative factors, it is without a
15	doubt that weaker credit metrics would contribute to increased financial risk and higher
16	likelihood of a ratings downgrade. Additionally, rejection by the Commission of Ameren
17	Missouri's actual capital structure, absent compelling evidence that the actual capital
18	structure is inappropriate or unreasonable, could deepen rating agency concerns regarding
19	the supportiveness of the Missouri regulatory environment, which would pressure Ameren
20	Missouri's credit ratings. To the extent that Ameren Missouri's credit ratings were
21	downgraded, Ameren Missouri's access to required debt capital to finance its operations
22	could become more challenging and likely more expensive, which would be harmful to
23	Ameren Missouri customers.

1	Q. What would be the impact on Ameren Missouri's FFO to debt ratio at
2	Moody's if Mr. Murray's recommended equity ratio of 45% were adopted?
3	A. Mr. Murray claims that Ameren Missouri's capital structure does not reflect
4	its true debt capacity. Yet, as previously discussed, Ameren Missouri's FFO to debt ratios
5	have trended down in recent years, diminishing its credit quality and curtailing incremental
6	debt capacity at its current credit ratings. For instance, Moody's has calculated Ameren
7	Missouri's 2020 FFO to debt ratio at 18.9%, which places the Company's performance
8	below its established 19% downgrade threshold for that metric last year. **
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	Consequently, I have serious concerns that using the parent company equity ratio proposed
	by Mr. Murray, with or without an associated reduction in the allowed ROE, would place
	Ameren Missouri at significant risk of a rating downgrade at Moody's.
	Q. Do you have any evidence that the rating agencies would view
	Commission acceptance and approval of a capital structure consistent with the parent
	company for ratemaking purposes as a credit negative outcome?
	A. Yes. I would specifically highlight a credit opinion written by Moody's on
	February 5, 2018, shortly after the Commission conducted an initial discussion in the
	Laclede Gas and Missouri Gas Energy (collectively, "Spire Missouri") rate proceedings
	(File Nos. GR-2017-0215 and GR-2017-0216) suggesting that parent company Spire Inc.'s
	("Spire") equity ratio should be used for ratemaking purposes rather than the actual equity
	ratio of Spire Missouri. In the report, Moody's stated that the Commission's use of Spire's
	capital structure in the rate cases would be **"
	Moody's further added that **''

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¹⁹ Assumes similar capital structure treatment across both electric and gas utility rate base.

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4	U**
5	Furthermore, following the February 21, 2018 order in the Spire Missouri rate
6	cases, in which the Commission ultimately approved the use of Spire Missouri's actual
7	capital structure rather than Spire's (the parent's) capital structure, Moody's, in a March 1,
8	2018 credit opinion, stated that **"
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12	Moody's negative reaction to both the initial discussion and the positive reaction to
13	the final Commission order in Spire Missouri's rate cases demonstrates that the rating
14	agencies would likely view Commission approval of a hypothetical equity ratio below
15	Ameren Missouri's actual equity ratio as a credit negative outcome.
16	Q. What would be the consequence on Ameren Corporation's stock price
17	and inherent cost of equity of using an equity ratio consistent with Ameren
18	Corporation's consolidated equity ratio for ratemaking purposes that is below
19	Ameren Missouri's actual equity ratio, as suggested by Mr. Murray?
20	A. Using the approximate parent company common equity ratio that is below
21	Ameren Missouri's actual common equity ratio to establish rates in this proceeding would
22	likely place pressure on Ameren Corporation's share price. A lower relative share price
23	makes it more challenging and expensive for Ameren Corporation to deploy equity capital

1	to fund operations at Ameren Missouri, with such higher cost of equity capital ultimately
2	passed along to Ameren Missouri customers in the form of higher rates.
3	Q. Do you have any evidence that Ameren Corporation's stock price
4	would face pressure if the Commission approved the targeted parent company equity
5	ratio below Ameren Missouri's actual equity ratio?
6	A. Yes. On January 31, 2018, the date that the Commission initially discussed
7	the Spire Missouri rate cases suggesting that parent company Spire's equity ratio should be
8	used for ratemaking purposes rather than the actual equity ratios of Spire Missouri, Spire's
9	share price declined 3.3% as compared to a 1.0% increase in the PHLX Utility Sector Index
10	(the "UTY"). On the following day, February 1, 2018, Spire's stock price declined an
11	additional 5.0% as compared to a 1.6% decline in the UTY.
12	The stock price decline during that period was in part a response to commentary
13	published by several prominent Wall Street equity analysts that was negative in tone. For
14	instance, Wells Fargo analysts Sarah Akers and Neil Kalton stated in a report published on
15	February 1, 2018, that ** "
16	
17	
18	"** Another equity analyst from Guggenheim Securities, Shahriar
19	Pourreza, wrote on February 1, 2018, that the **"
20	
21	
22	
23	

P

1 The negative share price reaction to the initial Commission discussion in Spire 2 Missouri's rate cases demonstrates that Ameren Corporation's stock price could face similar 3 pressure if the Commission approves the parent company equity ratio below Ameren 4 Missouri's actual equity ratio. The effect of a lower relative share price is a more 5 challenging and expensive outlook for Ameren Corporation to deploy equity capital to fund 6 operations at Ameren Missouri.

7 In recommending that the Commission utilize the parent company **Q**. 8 capital structure for ratemaking purposes, Mr. Murray alludes to Ameren Missouri's 9 "commitment to investing significant amounts of capital" and posits that his 10 recommended hypothetical capital structure is a more efficient capital structure for 11 Ameren Missouri. How does Mr. Murray's position line up with your discussion 12 regarding potential negative credit ratings and stock price consequences in the event 13 the Commission approved an equity ratio below Ameren Missouri's actual equity 14 ratio?

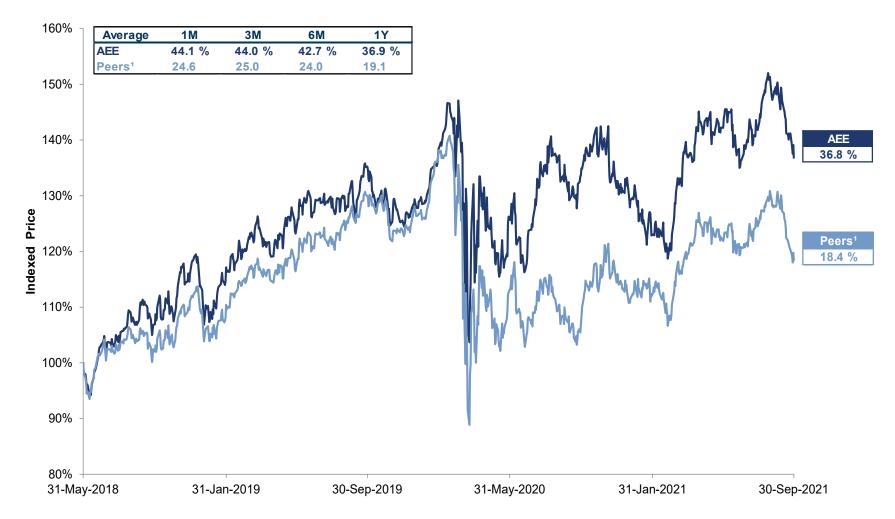
A. Mr. Murray ignores the fact that arbitrarily utilizing the parent company capital structure, and the potential for negative rating agency reactions and stock price pressure, could actually result in an increase to the Company's cost of capital, and by consequence, higher customer rates. Furthermore, taking such action to arbitrarily alter the Company's capital structure as it executes a significant capital expenditure program, creates risk around the financing costs of the capital program to enhance customer service and reliability, with Ameren Missouri's customers ultimately bearing those risks.

22

Q. Does this conclude your rebuttal testimony?

A. Yes, it does.

Ameren Corp. Stock Price Performance Vs. Electric Utility Peers May 31, 2018 to September 30, 2021 DTS-R1

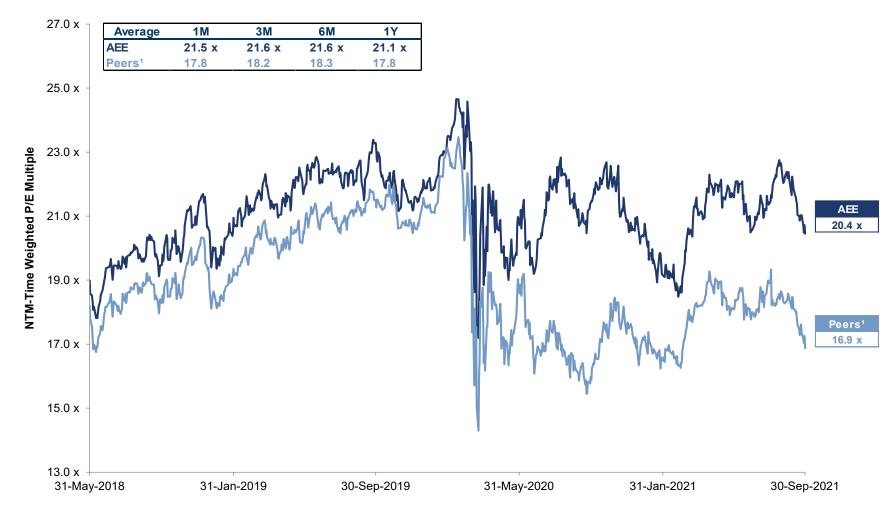


Source: Bloomberg market data as of 4-Oct-2021

¹ Represents peer average. Peers consist of ALLETE, Alliant Energy, American Electric Power Company, Duke Energy, Entergy, Evergy, NextEra Energy, NorthWestern Corporation, OGE Energy, Otter Tail Corporation, Pinnacle West Capital, Portland General Electric, and Xcel Energy.

Ameren Corp. NTM P/E Multiples Vs. Electric Utility Peers

May 31, 2018 to September 30, 2021 DTS-R2



Source: Bloomberg market data as of 4-Oct-2021

¹ Represents peer median. Peers consist of ALLETE, Alliant Energy, American Electric Power Company, Duke Energy, Entergy, Evergy, NextEra Energy, NorthWestern Corporation, OGE Energy, Otter Tail Corporation, Pinnacle West Capital, Portland General Electric, and Xcel Energy.

AUTHORIZED COMMON EQUITY RATIO - ELECTRIC PROXY GROUP UTILITY OPERATING COMPANIES DTS-R3

			EFFECTIVE EQUITY RATIO								
Company Name	States of Operation	Docket No.	2014	2015	2016	2017	2018	2019	2020	2021	
Minnesota Power Entrprs Inc.	Minnesota	D-E-015/GR-19-442	54.29%	54.29%	54.29%	54.29%	54.05%	53.81%	53.81%	NA	
Interstate Power & Light Co.	Iowa	D-RPU-2019-0001	44.24%	44.24%	44.24%	44.24%	46.63%	49.02%	50.01%	51.00%	
Interstate Power & Light Co.	Minnesota	D-E-001/GR-10-276	47.74%	47.74%	47.74%	47.74%	47.74%	47.74%	47.74%	47.74%	
Wisconsin Power and Light Co	Wisconsin	D-6680-UR-122 (Elec)	49.89%	50.46%	51.33%	52.20%	52.10%	52.00%	52.27%	52.53%	
Kentucky Power Co.	Kentucky	C-2020-00174	NA	NA	NA	NA	41.68%	41.68%	41.68%	42.47%	
Columbus Southern Power Co.	Ohio	C-11-0351-EL-AIR	50.64%	50.64%	50.64%	50.64%	50.64%	50.64%	50.64%	50.64%	
Public Service Co. of OK	Oklahoma	Ca-PUD201800097	45.84%	45.84%	44.00%	44.00%	46.26%	48.51%	NA	NA	
Kingsport Power Company	Tennessee	D-16-00001	NA	NA	40.25%	40.25%	40.25%	40.25%	40.25%	40.25%	
AEP Texas Inc.	Texas	D-33309	40.00%	40.00%	40.00%	40.00%	40.00%	40.00%	41.25%	42.50%	
Southwestern Electric Power Co	Texas	D-46449	49.10%	49.10%	49.10%	48.78%	48.46%	48.46%	48.46%	48.46%	
Appalachian Power Co.	Virginia	C-PUR-2020-00015	42.79%	42.89%	42.89%	42.89%	42.89%	42.89%	42.89%	NA	
Appalachian Power Co.	West Virginia	C-18-0646-E-42T	42.20%	44.68%	47.16%	47.16%	47.16%	48.66%	50.16%	50.16%	
Duke Energy Kentucky Inc.	Kentucky	C-2019-00271	NA	NA	NA	NA	49.25%	49.25%	48.74%	48.23%	
Duke Energy Carolinas LLC	North Carolina	D-E-7, Sub 1214	53.00%	53.00%	53.00%	53.00%	52.50%	52.00%	52.00%	52.00%	
Duke Energy Progress LLC	North Carolina	D-E-2, Sub 1219	53.00%	53.00%	53.00%	53.00%	52.50%	52.00%	52.00%	52.00%	
Duke Energy Ohio Inc.	Ohio	C-17-0032-EL-AIR	53.30%	53.30%	53.30%	53.30%	52.03%	50.75%	50.75%	50.75%	
Duke Energy Carolinas LLC	South Carolina	D-2018-319-E	53.00%	53.00%	53.00%	53.00%	53.00%	53.00%	53.00%	53.00%	
Duke Energy Progress LLC	South Carolina	D-2018-318-E	44.72%	44.72%	48.86%	53.00%	53.00%	53.00%	53.00%	53.00%	
Entergy New Orleans LLC	Louisiana	D-UD-18-07 (elec.)	NA	NA	NA	NA	NA	50.00%	50.00%	50.00%	
Evergy Kansas Central Inc.	Kansas	D-18-WSEE-328-RTS	52.63%	52.63%	NA	NA	51.24%	51.24%	51.24%	51.24%	
Evergy Metro Inc	Kansas	D-18-KCPE-480-RTS	51.82%	50.48%	50.48%	50.48%	49.09%	49.09%	49.09%	49.09%	
Evergy Metro Inc	Missouri	C-ER-2018-0145	52.30%	51.20%	50.09%	49.65%	49.20%	NA	NA	NA	
Evergy Missouri West	Missouri	C-ER-2018-0146	52.30%	52.30%	52.30%	NA	NA	NA	NA	NA	
NorthWestern Corp.	Montana	D2018.2.12	48.00%	48.00%	48.00%	48.00%	48.00%	48.69%	49.38%	49.38%	
NorthWestern Corp.	South Dakota	D-EL14-106	31.13%	31.13%	NA	NA	NA	NA	NA	NA	
Oklahoma Gas and Electric Co.	Oklahoma	Ca-PUD201800140	NA	NA	NA	53.31%	53.31%	NA	NA	NA	
Otter Tail Power Co.	Minnesota	D-E-017/GR-15-1033	51.70%	51.70%	51.70%	52.10%	52.50%	52.50%	52.50%	52.50%	
Otter Tail Power Co.	North Dakota	C-PU-17-398	53.30%	53.30%	53.30%	53.30%	52.90%	52.50%	52.50%	52.50%	
Otter Tail Power Co.	South Dakota	D-EL18-021	NA	NA	NA	NA	NA	52.92%	52.92%	52.92%	
Arizona Public Service Co.	Arizona	D-E-01345A-16-0036	53.94%	53.94%	53.94%	54.87%	55.80%	55.80%	55.80%	55.80%	
Portland General Electric Co.	Oregon	D-UE-335	50.00%	50.00%	50.00%	50.00%	50.00%	50.00%	50.00%	50.00%	
Public Service Co. of CO	Colorado	D-19AL-0268E	56.00%	56.00%	56.00%	56.00%	56.00%	NA	55.61%	55.61%	
Northern States Power Co.	Minnesota	D-E-002/GR-20-723	52.56%	52.53%	52.50%	52.50%	52.50%	52.50%	52.50%	NA	
Northern States Power Co.	North Dakota	C-PU-20-441	52.56%	52.56%	52.56%	52.56%	52.56%	52.56%	52.56%	52.53%	
Southwestern Public Service Co	New Mexico	C-19-00170-UT	53.89%	53.89%	NA	NA	53.97%	53.97%	54.37%	54.77%	
Northern States Power Co.	Wisconsin	D- 4220-UR-124 (Elec)	52.54%	52.52%	52.49%	51.45%	51.45%	51.99%	52.52%	52.52%	
Southwestern Public Service Co	Texas	D-49831	NA	51.00%	51.00%	51.00%	NA	NA	54.62%	54.62%	
MEAN			49.48%	49.68%	49.90%	50.09%	49.96%	49.92%	50.45%	50.63%	
LOW			31.13%	31.13%	40.00%	40.00%	40.00%	40.00%	40.25%	40.25%	
HIGH MEDIAN			56.00% 51.76%	56.00%	56.00%	56.00%	56.00%	55.80%	55.80% 51.62%	55.80%	
			31.70%	51.20%	51.00%	51.45%	51.35%	50.75%	J1.02%	51.24%	

Notes:

[1] Source: SNL Financial

[2] Includes electric operating companies in the proxy group

[3] Operating Subsidiaries with rate cases not covered by SNL Financial were excluded from the analysis.

[4] Analysis excludes operating companies that operate in jurisdictions that include zero cost capital items in the capital structure, including Arkansas, Florida, Indiana, and Michigan. [5] Analysis excludes operating companies for which the company's latest rate case was decided in 2007 or prior, i.e., only companies with a rate case in 2008 or later are included. **Schedule DTS-R3**

Page 1 of 1

BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

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In the Matter of Union Electric Company d/b/a Ameren Missouri's Tariffs to Adjust) Its Revenues for Electric Service.

Case No. ER-2021-0240

AFFIDAVIT OF DARRYL T. SAGEL

STATE OF MISSOURI)) ss **CITY OF ST. LOUIS**)

Darryl T. Sagel, being first duly sworn on his oath, states:

My name is Darryl T. Sagel, and on his oath declare that he is of sound mind and lawful age; that he has prepared the foregoing Rebuttal Testimony; and further, under the penalty of perjury, that the same is true and correct to the best of my knowledge and belief.

> /s/ Darryl T. Sagel Darryl T. Sagel

Sworn to me this 14th day of October, 2021.